

DREF Final Report

Paraguay: Floods

DREF N° MDRPY020	
Date of disaster: 18 May 2019	Timeframe: 3 months (18 August – 18 November 2019)
Date of issue: 6 January 2020	DREF budget: 288,331 Swiss francs (CHF)
Total number of people affected: 310,595 people (62,119 families)	Number of people to be assisted: 4,700 people
Host National Society presence: The Paraguayan Red Cross (PRC) has 11 branches, 10 sub-branches and 1,000 volunteers and 15 staff members.	
Red Cross Red Crescent Movement partners actively involved in the operation: International Committee of the Red Cross (ICRC), International Federation of Red Cross and Red Crescent Societies (IFRC) and Swiss Red Cross.	
Other partner organizations actively involved in the operation: National Emergency Secretariat (SEN), Ministry of Public Health and Social Welfare (MSPBS), Ministry for Childhood, Ministry of the Interior, Departmental directorates, municipalities, UNICEF, Pan-American Health Organization (PAHO).	

[<Click here for the final financial report and here for the contact information.>](#)

A. Situation analysis

Description of the disaster

In May 2019, intense rains that included large hailstones and up to 80-kilometres per hour winds affected the entire country, doubling or tripling monthly rainfall averages. This especially affected Ñeembucú, which received around 250 millimetres throughout the day, causing river levels to increase by 15 centimetres in 24 hours. In Asunción, the Paraguay River rose between 10 and 17 centimetres in just a few hours. In the Concepción area, a large part of the river was under water due to the river's flooding by more than 4 centimetres.

According to the Ministry of Health in June¹, the floods in Paraguay in 2019 had an increased impact on 49,637 affected families, 14,114 displaced families, 202 shelters, 16 affected health centres in the 45 districts of the departments of Presidente Hayes, Concepción, Alto Paraguay, Capital, Central, Ñeembucú, San Pedro, Misiones and Cordillera.

During the months of May to July rains continued in several parts of the country; however, by August the river levels of the central waterways decreased, which allowed families to return to their homes. This significantly reduced the levels of impact to 27,149 affected families, 13,574 displaced families, 149 shelters, 6 affected health centres, in the 20 districts of the departments of Presidente Hayes, Alto Paraguay, Capital, Central and Ñeembucú. These floods, which lasted between 84 and 140 days depending on the location, caused the death of 29 people, 26 per cent of whom were children and adolescents and 15 per cent were indigenous people.

The main problems identified by the floods were linked to geographical conditions and population: extensive territory, impassable and inaccessible roads, isolated communities, vulnerable population, effects on their livelihoods, and food security.



The Paraguayan Red Cross distributed and trained in the use water filters. Source: Paraguayan Red Cross.

¹ [18/06 Ministry of Health](#)

Summary of the current response

Overview of Host National Society

Paraguayan Red Cross (PRC) coordinated the operation through its national headquarters in Asunción, specifically through its Programme and Operations Directorate. The Ñeembucú and Concepcion branches managed operational aspects with their logistical, technical and human talent capacities.

In this operation, the Paraguayan Red Cross carried out psychosocial support (PSS) actions, participated and promoted coordination with the protection and sexual violence prevention working groups that were composed of State and non-State actors, and assisted with production and distribution of health and hygiene promotion materials and activities. Additionally, a cash transfer programme (CTP) was implemented during this operation, which employed IFRC Visa cards and was coordinated with local authorities and institutions.

Overview of Red Cross Red Crescent Movement in country

The IFRC provided guidance to the PRC on its efforts to identify and prioritize actions and its communications with other Movement components. In addition, IFRC provided support through the IFRC Country Cluster Support Team (CCST) for the Southern Cone and Brazil, as well as conducted monitoring missions (by the disaster management coordinator for South America and the regional CTP coordinator). To assist the Paraguayan Red Cross with the implementation of this operation, the FRC deployed one regional intervention team (RIT) member for the duration of the operation and a second RIT member, specialized in CTP, for a 1.5 month period. The Planning, Monitoring, Evaluation and Reporting (PMER) coordinator for South America conducted a mission to facilitate the lessons learned workshop at the end of the operation.

Overview of non-Red Cross Red Crescent actors in country

The Paraguayan State institutions provided humanitarian assistance at different levels and through a range of State institutions. The following list details the main actions of each of the activated institutions during the emergency response:

- **National Emergency Secretariat (SEN):** Inter-institutional humanitarian response management and coordination. It reported having assisted a total of 69,534 families through 1,8 tonnes (TN) food, 5,209 mattresses and materials to build temporary housing (155,349 corrugated sheet metal, 93,671 struts, 111,862 pieces of plywood and 14,480 tents) in 14 departments of the country.
- **Ñeembucú Department of the Interior:** Needs assessment, setting up of departmental emergency operations centre (EOC), articulation with central government and collective centre management for first response.
- **Ñeembucú Health Regional Office:** Health care coverage in collective centres and services established in affected districts. Rapid health assessment in eight flood-affected districts in Pilar.
- **Concepción Health Regional Office:** Health assistance, evacuations and referral to health care centres by air.
- **Ministry of Health:** Through the health regional office, in coordination with the Health in Emergencies action plan, 57,072 people affected by the floods were provided with health care.
- **Ministry of Childhood and Adolescence:** Coordination and articulation for the development of psychosocial support actions and protection for children and adolescents in collective centres.
- **Ministry of the Interior:** Through the National Police, special equipment was sent to Misiones and Ñeembucú
- **Water Service Company:** Faced with the lack of available water pumps, this State company shipped six 250,000-litre/hour submersible pumps to Pilar to drain water out of the city into the Paraguay River.
- **ANDE- National Electricity:** This State company set up two backup generators in Ñeembucú to run water pumps in Pilar.

Additionally, United Nations Population Fund (UNFPA) and World Health Organization (WHO) coordinated actions linked to the dissemination of Sphere standards and the strategy to prevent sexual violence in collective centres.

Needs analysis, targeting, scenario planning and risk assessment

Water, sanitation and hygiene

The floods affected the population's water and sanitation conditions and rising waters and overflowing of the Paraguay River caused damages across the country, this situation forced families to evacuate to collective centres, as well as to set up temporary housing in public places with limited access to the drinking water and sanitation network. Remote communities in rural areas were cut off by flooded roads and highways.

In Ñeembucú department, the capital city of Pilar and 16 surrounding districts were especially hit by the floods, affecting and clogging their main water sources. The majority of these districts get their water from wells, which meant the presence of minerals and therefore the need to treat it to make it fit for human consumption, while others draw their water via pumps from lagoons and estuaries. During the emergency, families received unregulated bottled drinking water and set up precarious latrines. Concepcion's water is provided by a private service, which at the time of the emergency was cloudy and therefore its safety could not be ensured

At the end of the operation, the water service and its main sources have been restored, the actions and support of the Paraguayan Red Cross through the distribution of water filters and jerrycans, in addition to workshops to raise awareness and promote hygiene have been essential to contribute to access and consumption of safe water.

Health

At the country level, in the 8 departments affected by the floods, a total of 26,282 pathologies were reported in the situation room of the Ministry of Health. These corresponded to respiratory insufficiency, waterless pneumonia (32%), arterial hypertension (19%), influenza- type disease ETI (24%), skin lesions (5%) and diarrhoea (4%), among the most important. The Ministry of Health provided services to 57,072 people during the period of flooding that lasted between 84 to 140 days depending on the area.

The situation room reported that 29 people died as a result of the emergency, of whom 26 per cent were children and adolescents and 15 per cent were indigenous people. Causes include sudden death, maternal death, drowning, pneumonia, acute surgical abdomen, haemorrhagic stroke and pulmonary oedema.

The Ministry of Health established a health coordination working group in floods that coordinated actions through response institutions and organizations. During the emergency, there were no endemic outbreaks in the affected areas.

Fragile mental health conditions of the affected populations were identified. The extension of floods and remoteness of communities in rural areas of Ñeembucú and Concepción made it difficult to provide adequate health care due to the inaccessibility of roads and highways. In the case of urban areas, overcrowded conditions of families displaced to temporary collective centres, conditions of exposure to cold climates and the humid environment, in addition to the situation of families who chose to remain in their homes were major health risks. At the end of the operation, health services were functional and there was a drop in health care, considering that the affected populations were returning to their homes as the river flows decreased.

Shelter

By the end of the operation, all affected families in Concepción returned to their homes and 38 families are still being housed in collective centres in Ñeembucú. Some 149 shelters remain active across the country, mainly in the capital city (135).

Livelihoods and basic needs

Livelihoods were affected in both departments. The economic activities of the families affected by the flood included agriculture, small livestock raising, fishing activities, recyclers and artisanal brickmaking. Families carry out at least one of these three activities as their main occupation and some complement them with one or two of the other activities mentioned. Farming families live in rural areas where they develop small-scale agriculture, land tenure is divided among owners, occupiers, sharecroppers (farmers who borrow land for agricultural purposes and rent (income).

In Concepción, the community of Chaco engages in fishing, small livestock production, brickmaking and small-scale fruit and vegetable farming. Families lost their boats and fishing tools, and the waters flooded local production areas and swept away animals. Families had to sell at low prices the few farm animals they managed to salvage because they were unable to care for them.

About 80 per cent of cultivated lands in Ñeembucú were affected (mainly potatoes, manioc, maize and beans). The damage caused to fields for forage and grazing drastically reduced cattle's access to food. This caused great concern among local producers, who had invested their financial resources and were at risk of losing their production. Fishing is one of the most important livelihood activities in the area, which had to be suspended due to the floods. Villa Oliva, Villa Franca and Alberdi were among the most affected districts in northern Ñeembucú, as their economy is based mainly on agriculture, livestock production and fishing. Villa Franca is one of the smallest and poorest economies in the entire department of Ñeembucú.

With the implementation of the Cash Transfer Programme, several families, in addition to recovering inputs to restart their economic activities and meet their basic needs, were also able to strengthen their livelihoods and thus resume with greater force the recovery process after the floods recorded.

Protection, Gender and Inclusion (PGI)

As part of its psychosocial support actions in the past, the PRC is knowledgeable about protection issues in disasters. The PRC identified protection, gender and inclusion needs, particularly to ensure that all people had access to prevention and care routes. As mentioned above, these needs were jointly identified with the Ministry of Health and the Ministry of Children and Adolescence.

Operation Risk Assessment

Rains continued in affected areas while the operation was underway, which sometimes hindered access and made it difficult to provide humanitarian services. No security incidents with volunteer teams were reported. They were provided with IFRC's accident insurance, personal protection gear and information.

Humanitarian needs related to families' return home decreased as water levels fell.

Vulnerability and beneficiary selection criteria

Paraguayan Red Cross established the following selection criteria:

- Priority will be given to families most affected by floods that have received insufficient or no humanitarian assistance
- People in the highest level of vulnerability, which includes female heads of households, older adults, children and people with disabilities
- Damage to homes
- Damage to livelihoods
- Population living in poverty

The PRC's identification of affected households for the final selection of target population (and details on the level of impact) considered the vulnerability and selection criteria that was used at the time the detailed assessment was conducted.

B. Operational strategy

Target population

Assist at least 4,700 people affected by the floods in Ñeembucú and Concepción departments through provision of humanitarian aid in terms of health, water and sanitation, livelihoods and protection for the community.

Proposed strategy

This operation reduced the negative impacts on health, water and sanitation, livelihoods and protection for the affected population. PRC's Protection, Gender and Inclusion; Health (psychosocial support); and Livelihoods (cash transfer) sectors adopted a cross-cutting, rights-based protection approach, to contribute to differentiated response according to the needs of the vulnerable population.

Operational support services

Human resources

The Asunción branch led the operation and coordinated actions with branches in Ñeembucú and Concepción under the supervision of the national headquarters' Programmes and Operations Directorate. At the local level, the project hired an operation coordinator, an administrative manager, a local coordinator for Ñeembucú. A sectoral health/protection coordinator and a driver, in order to strengthen coordination in the intervention area, also were hired. The IFRC insured PRC volunteers through the operation. The PRC provided them with personal protective gear.

The IFRC deployed two RIT members (general and specialized in CTP) to support the operation. The IFRC provided support through its country cluster for the Southern Cone and Brazil, as well as direct support through the disaster management coordinator for South America; CTP coordinator; and PMER coordinator for South America.

Logistics and supply chain

IFRC's Regional Logistics Unit in Panama assisted with international purchase and shipment of water filters and jerrycans, which were used to improve access to and quality of safe water for the affected population. All other purchases were arranged for nationally by IFRC, in support of PRC. These and other purchases made by the National Society were carried out in accordance with IFRC standard procedures. A cash transfer programme using IFRC's VISA cards was implemented for this operation.

Information technology (IT)

Paraguayan Red Cross made available computers, communication and telecommunications equipment for the operation, used Open Data Kit (ODK) for data collection and beneficiary registration and used Mega V for distributions. To improve results, IFRC acquired cell phones exclusively for ODK.

Communications

A communications plan was drawn up by the communications department to support the operation. This included the creation and printing of banners with the PRC emblem. This enabled the National Society to encourage the exchange of information with the public and the institutions involved in the implementation of the actions. The Paraguayan Red Cross used its social networks and official channels to disseminate the development of the actions.

The Community Engagement and Accountability (CEA) approach was applied in each of the sectoral actions conducted, especially in the Cash Transfer Programme since it had not been previously implemented in the area.

Security

The PRC used its National Security Policies and Procedures and field intervention document during this operation. As previously mentioned, no significant security problems were reported in the targeted area. Volunteers had equipment, insurance, information about their mission, and applied Stay Safe and Safer Access Framework.

Despite working for the duty of care, safety in these disaster contexts involves a constant review of security and especially how it is being implemented to protect the volunteers. To do this, it is essential to strengthen the National Society's network of security focal points, for example through operational safety courses focusing on Risk Analysis for decision-making in a context such as flooding and staff protection and Critical Incident Management procedures.

Planning, monitoring, evaluation and reporting

The PRC Programmes and Operations Directorate followed up and monitored the operation implemented by the Concepción and Ñeembucú branches. This involved regular reports and meetings with the management team and personnel involved in the operation as well as field visits.

These actions were supported by the IFRC team through the regional disaster management coordinator, the country cluster and the CTP, PMER and finance staff, who conducted missions to the field, as well as by the RIT members deployed to Paraguay for this operation.

A lessons learned workshop was held on 13 and 14 August 2019. The IFRC PMER coordinator for South America facilitated the workshop for PRC branch-level volunteers, headquarters staff and leadership and members of the IFRC who supported this operation. The primary lessons learned are included in this final report. The complete final report from the lessons learned workshop will be published on the [IFRC Evaluations site](#).

Administration and Finance

The IFRC standard procedures for operational progress were used in this operation; the replenishment of funds was carried out in accordance with the requirements and justifications specified in the Letter of Agreement that was signed between the National Society and the IFRC for the implementation of the project.

The IFRC, through the Finance Department, provided the necessary support to the operation for the review, validation of budgets, bank transfers, technical advice to the National Society on the procedures for justifying expenses, review and validation of invoices for operational progress.

C. Detailed Operational Plan

	Health People targeted: 4,700 Male: 2,350 Female: 2,350		
Health Output 1: The immediate risks to the health of affected populations are reduced.			
Indicators:		Target	Achieved
# of people who receive health prevention information		4,700	4,675
Health Outcome 1.1: The health situation and immediate risks are assessed using agreed upon guidelines.			
Indicators:		Target	Achieved
# of public health partners meetings		3	3
# of assessments		3	3
Narrative description of achievements			
Meetings with public entities for detailed situation assessment. The Ministry of Health set up a coordination platform for response organizations, including Paraguayan Red Cross, UNICEF, Plan International, COPPI and others. There was also coordination in Ñeembucú and Concepción in order to articulate and complement actions.			
Conduct initial and regular health situation assessment in target communities Conducting assessments on a monthly basis allowed for the monitoring of health conditions in target communities in Ñeembucú and Concepción. It also helped community intervention teams to conduct activities that were based on the emergency's specific context.			
Health Output 1.2: Target population is provided with first aid for management of injuries.			
Indicators:		Target	Achieved
# of first aid kits equipped		4	4
# of people provided with first aid and services		705	721
Narrative description of achievements			
Equipping and provision of first aid kits to PRC team Four first aid kits were purchased to provide care in communities. The kits were delivered to the Concepcion, Ñeembucú branches and national headquarters, as a reinforcement for their teams and future interventions both during emergencies and in other contexts.			
First aid care provision to the affected population A total of 721 first aid services (505 in Ñeembucú and 216 in Concepción) were provided during this operation.			
Health Output 1.3: Community-based disease prevention, health promotion and vector control is provided to the target population.			
Indicators:		Target	Achieved
# of Community-Based Health and First Aid (CBHFA) trainings		2	2
# of printed materials and key messages identified (families)		940	935
Narrative description of achievements			
Awareness-raising workshops (on vector control tool for volunteers and Community-Based Health and First Aid approach) with involved stakeholders (community promoters, volunteers) The development of two sensitization workshops (on the Vector Control tool for Volunteers and CBHFA approach) with community promoters, municipal staff, volunteers allowed the training of 31 participants in the department of Ñeembucú and 23 participants in Concepción. PRC facilitators conducted these training sessions.			
Distribution of materials and health promotion and vector control to the community			

Materials were designed with the prioritization of issues of acute respiratory infections, acute diarrheic diseases and skin diseases caused by contact with water. This strengthened the promotion of community-based prevention of these diseases and their early identification that entails seeking care.

The PRC printed materials were agreed upon with the Ministry of Health in health working group. The promotional content was endorsed; key messages issued to the 935 families affected by the flood (4,675 people) were unified.

Department	Families reached
Ñeembucú	706
Concepción	229
Total	935

Health Output 1.4: Psychosocial support provided to the target population.

Indicators:	Target	Achieved
# of people who receive psychosocial support	1,880	2,136
# of debriefings for volunteers	40	60

Narrative description of achievements

Psychosocial support care to the affected population

During the development of psychosocial support activities, 2,136 people were directly reached (1,739 people in Ñeembucú and 397 people in Concepción). Efforts in this area were coordinated with other actions as part of a comprehensive action framework, i.e. PRC provided guidance for community-based Water, Sanitation and Hygiene; Protection, Gender and Inclusion and Cash Transfer Programme training processes.

Coordination and referral of mental health cases to health centres.

At the close of the operation, no referrals to more complex health facilities were required. The PRC psychosocial support team addressed management of fear, identification of social support for community-level emotional contention, and the identification of positive and negative emotions generated by the emergency context.

Emotional debriefing sessions provided to volunteers responding to the emergency

Four emotional deactivation activities were held with volunteers that considered the high degree of affectation that these activities had on the families affected by the emergency. These sessions reached 60 volunteers from the branches of the Paraguayan Red Cross that supported this operation (Capiatá, Mariano Roque Alonso, Ñemby, Ñeembucú, Concepción, Limpio, Itapúa, Ita, Asunción, Misiones).

Challenges

- Addressing a range of community contexts in the different locations (i.e. Risks due to snake and insect bites)
- Harmonizing key messages based on different community needs.

Lessons learned

- Joint work with the Ministry of Public Health and Social Welfare to strategically address health promotion of the affected population.
- Maintain ongoing CBHFA training, including the use of the first aid kit, for volunteers in different branches.
- In interinstitutional cooperation working groups, promote the creation of spaces for reflection on the various activities carried out during the emergency. Highlight those that should be replicated and strengthen others requiring improvement.



Water, sanitation and hygiene

People targeted: 4,700

Male: 2,350

Female: 2,350

WASH Outcome 2: Immediate reduction in risk of waterborne and water related diseases in targeted communities.

Indicators:	Target	Achieved
# of people who reduce the risk of waterborne and water related diseases	4,700	4,675

WASH Output 2.1: Continuous assessment of water, sanitation, and hygiene situation is carried out in targeted communities.

Indicators:	Target	Achieved
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# of site assessments performed and shared	6	6																																						
Narrative description of achievements																																								
<p>Conduct initial assessments of the water, sanitation and hygiene situation in targeted communities</p> <p>During the development of the operation, rapid assessments were carried out in the communities in Concepción and Ñeembucú. The quality of the water was one of the main challenges due to the effects of the service, contamination of natural sources and basic treatment for consumption. In view of this situation and needs, filters and jerrycans were distributed to families together with hygiene promotion and water city activities. The six evaluations were carried out in Alberdi, Villa Franca, Villa Oliva and Valle Apu'a in the department of Ñeembucú and in Isla Bonita and Calaverita in the department of Concepción.</p>																																								
<p>WASH Output 2.2: Hygiene promotion activities, which meet Sphere standards in terms of the identification and use of hygiene items, provided to target population.</p>																																								
Indicators:	Target	Achieved																																						
# of households reached through water management and hygiene promotion activities	940	935																																						
Narrative description of achievements																																								
<p>Conduct community water management and hygiene promotion activities and trainings.</p> <p>For the development of community activities and training related to water use, hand washing, solid waste disposal and excreta management, as well as the promotion of hygiene in all community households, taking the context into account: isolation, overcrowded conditions in shelters provided by local authorities or improvised by families when they moved to higher ground as waters rose. Hygiene promotion was provided to 935 families (4,675 people) in six communities in Ñeembucú and Concepción.</p>																																								
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<p>WASH Output 1.3: Daily access to safe water which meets Sphere and WHO standards in terms of quantity and quality is provided to target population</p>																																								
Indicators:	Target	Achieved																																						
# of families that improve their water storage and treatment conditions	940	935																																						
Narrative description of achievements																																								
<p>Distribution of jerrycans and water filters</p> <p>A total of 935 families (4,675) received water filters, which includes 100 replacement filters to be used for filters distributed in a previous operation.</p> <p>These same families received 1,870 jerrycans (2 per family) in Alberdi, Villa Franca, Villa Oliva and Valle Apu'a in Ñeembucú, and in Isla Bonita and Calaverita in Concepción.</p>																																								
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Challenges
<ul style="list-style-type: none"> • Having safe water available for hygiene promotion. • Weather conditions and the isolated community context were a challenge despite the revision of traditional community intervention strategies. • The creation and dissemination of key messages in hygiene promotion and the correct use of distributed goods in varied community contexts. • Prolonged and recurrent flooding in affected areas during the operation led to a limited access to water.
Lessons learned
<ul style="list-style-type: none"> • Aid distribution should consider the primary needs, such as access to safe water and use of filters. • Communication and coordination with local point persons to facilitate access to and willingness by communities to work with the PRC, particularly using a CEA approach.

	<p>Livelihoods and basic needs</p> <p>People targeted: 2,450 Male: 1,225 Female: 1,225</p>	
Livelihoods and basic needs Outcome 3: Communities, especially in disaster and crisis affected areas, restore and strengthen their livelihoods		
Indicators:	Target	Achieved
# of targeted households that have enough cash to meet protect their threshold	490	443
Livelihoods and basic needs Output 3.1: Households are provided with unconditional/multi-purpose cash grants to address their basic needs		
Indicators:	Target	Achieved
# of assisted households able to meet their minimum basic needs	490	443
# of families that receive CBI	490	443
Narrative description of achievements		
Cash and vouchers assistance training for volunteers and Rapid Assessment for Markets (RAM) training for volunteers		
<p>The RIT specialized in CTP facilitated a workshop for 12 volunteers from the PRC branches in Concepción and Ñeembucú. They received all information regarding card-based cash transfer programmes as well as rapid market analysis training to assess feasibility actions.</p>		
Cash feasibility analysis and market assessment		
<p>The RIT specialized in CTP, with the regional CTP coordinator, provided technical support for implementation of this programme. A field mission was conducted to prepare the feasibility study that informed the validation of the implementation mechanism and use of the IFRC Visa card in Concepción and Ñeembucú.</p>		
Beneficiary selection and registration		
<p>Paraguayan Red Cross has established a selection criteria that required at least one essential characteristic (damage to homes and/or damage to livelihoods). Additional criteria included priority for households most affected by floods that have received insufficient or no humanitarian assistance; people in the highest level of vulnerability (female heads of households, older adults, children and people with disabilities) and the population living in poverty.</p> <p>During the emergency phase of the floods, affected families moved to higher ground and safe spaces. During the implementation phase, several families returned to their communities and homes; however, other families migrated to other nearby cities, including Argentina in the case of residents of Ñeembucú communities. This made it difficult to locate them; this affected the target proposed in the Emergency Plan of Action.</p>		
Cash disbursement through Visa cards		
<p>Strategic partnerships with local banking cooperatives facilitated the successful provision of funds (approximately 185 US dollars) to families through IFRC's Visa cards. Given the difficult access road and highway conditions, the operation provided means to transport families to cities where they could withdraw the funds, purchase what they needed, and have a greater range of options from which to choose.</p> <p>These Visa cards were distributed as follows:</p>		
Department	Community	Number of

		families
Ñeembucú	Alberdi	204
	Villa Franca	138
	Villa Oliva	12
Concepción	Isla Bonita	89
Total		443

Post-distribution monitoring including market monitoring– satisfaction survey

The satisfaction survey was conducted one month after the 132 household representatives received the cards in communities of Isla Bonita (Concepción), Villa Oliva, Villa Franca y Alberdi (Ñeembucú). The approach used was based on consultations on how the funds were used. The funds were used to purchase food, construction supplies and materials (nails, cement, hammers and others). All families responded that the aid received in the CTP was useful.

Development and implementation of CEA strategy for cash transfers

To conduct the cash transfer component, the communications area developed was based on the circuit of information necessary for effective use of the cards as a means to access services.

A circuit of information and access to cards was set up, consisting of four stations: the first involved finding the target person in the general list; followed by an informational talk; the card's delivery, reinforcing key messages on care, handling and use thereof; and ending with an individual interview during which the people reached were given the opportunity to ask questions and clear doubts regarding the process.

Red Cross held an induction to volunteers in guide and support the process CEA. Psychosocial support and Health areas were available to provide support in case it was needed as a safety and emotional containment measure.

In addition, a space for complaints and comments was set up so that families or sectors that were not involved in the intervention could obtain information on the procedures used and to provide advice to families who had claimed their cards and had had trouble using them.

Challenges

- Affected families' access to alternative banking sources and local businesses due to road blockages caused by the floods.
- Availability of local financial and banking entities that would accept and redeem IFRC Visa cards.
- The cases of people requiring this type of assistance were varied so an assessment system was developed.
- Initial issues with the cards' activation were experienced and resolved.
- The mobilization of affected people outside their communities was an initial challenge.

Lessons learned

- Include training on the CEA strategy during the volunteers' induction process.
- Continue installing local capacity related to Cash Transfer Programming and Livelihoods.
- Maintain strategic partnerships with companies that have cooperated with developing the CTP, which will make future processes easier in this and other locations in the country.



Protection, Gender and Inclusion

People targeted: 4,700

Male: 2,350

Female: 2,350

Outcome 4: Communities identify the needs of the most vulnerable and particularly disadvantaged and marginalized groups, as a result of inequality, discrimination and other-respect of their human rights and address their distinct needs.

Indicators:	Target	Achieved
# of people in situations of vulnerability prioritized and reached with this operation's actions	4,700	4,675
Inclusion and Protection Output 4.1: NS programmes improve equitable access to basic services, considering different needs based on gender and other diversity factors.		
Indicators:	Target	Achieved
# of operation areas of focus that include a gender and diversity approach	4	4
# of families informed about PGI prevention	940	935

Narrative description of achievements

Conduct an assessment of specific needs of the affected population based on criteria selected from the minimum standard commitments on protection, gender and inclusion in emergencies.

Assessments regarding the specific needs of the affected population were conducted at different moments based on criteria selected from the Minimum Standards on Gender and Diversity. For Concepción and Ñeembucú, multisectoral assessments were performed at the initial, intermediate and final stage of the project. This allowed adjusting the intervention processes based on assessments and final recommendations made by the relevant Protection bodies for the population identified as most vulnerable, taking into account and prioritizing separate bathrooms according to sex, lighting, security of vulnerable groups, information and opportunities to receive assistance during the emergency.

Support sectoral teams to includes measures to address vulnerabilities specific to gender and diversity factors (including people with disabilities) in their planning

Taking advantage of these assessment resources, assistance has been provided to various sectoral teams to enable them to include targeted measures in their planning aimed at addressing specific vulnerabilities related to gender and diversity (including people with disabilities), incorporated at the sector level in:

- a) The framework of planned health, water, sanitation, hygiene and livelihoods activities.
- b) The inclusion of messages on prevention and response to sexual and gender violence in all community outreach activities.
- c) The socialization of information in the protection table set up during the emergency.
- d) The drafting of a PGI Strategy at the operational level for Paraguayan Red Cross.
- e) The preparation of a protocol to implement a safe space, which was submitted to the executive committee for their review and subsequent approval.

Inclusion and Protection Output 4.2: Emergency response operations prevent and respond to sexual and gender-based violence (SGBV) and all forms of violence against children.

Indicators:	Target	Achieved
<i>A violence prevention strategy implemented</i>	1	1
<i># of friendly spaces</i>	3	3
<i># of key people trained in PGI</i>	60	53

Narrative description of achievements

Include messages on preventing and responding to SGBV and child protection in all community outreach activities

Paraguayan Red Cross has generated important experiences in inter-institutional cooperation with the national protection system for children and adolescents led by the Ministry for Children and within the framework of the generation of validated mass dissemination documents. In addition, it has an approach strategy. One of the important achievements regarding the advocacy process, following the protection training workshop carried out in the six communities where the operation was implemented, is the Municipal Council for Children and Adolescents created by the municipality of Villa Franca, which is a municipal/local body that defines the national protection system that ensures the application of the protection policy for said population. It is currently in the process of being strengthened in the corresponding bodies.

Establish child-friendly spaces and community-based child protection activities, including educational ones

Three child-friendly spaces have been established through community activities aimed at promoting the protection of children and adolescents and close work with the national protection system, in order to strengthen ties to safely implement the complaint path in cases involving sexual and gender violence. It is promoted and supported by the Ministry of Children and Adolescents. These spaces were set up in conjunction with other sectoral activities.

Train, in coordination with other intuition's, PRC volunteers and other humanitarian actors in protection, gender, violence prevention, inclusion in emergencies and community-based support

Officials from affected municipalities and departments and other key actors have been trained on the violence prevention path and community-based support to people with disabilities. The workshop was conducted by Paraguayan Red Cross staff. The following table indicates the location and quantity of participants:

Department	City	People trained
Ñeembucú	Alberdi	15
	Villa Franca	13
Concepción	Concepción	25
TOTAL		53

Challenges

- Gap in the implementation of the gender-based violence prevention strategy established in the country.
- This area of action is in the process of being strengthened at the national level through constant participation in working groups with State authorities and for it to be integrated into the emergency response approach.
- The inclusion of key messages for the inclusion and consideration of vulnerable populations within the framework of planned activities.

Lessons learned

- Continue to provide training for PRC volunteers, technicians and authorities to promote implementation, promotion and awareness at the institutional and country level.
- The systematization and validation of processes should be done at the inter-institutional level, as well as institutionally, to unify conceptual criteria and definitions that will optimize coordination during emergencies.
- While the different forms of violence are identified, the protection mechanisms for people affected by this type of situation need to be incorporated into the community-level actions and processes.

Strategies for Implementation

S1.1: National Society capacity building and organizational development objectives are facilitated to ensure that National Societies have the necessary legal, ethical and financial foundations, systems and structures, competences and capacities to plan and perform.

Output S1.1.6: National Societies have the necessary corporate infrastructure and systems in place.

Narrative description of achievements

Hiring of personnel (coordinator, local coordinator, health/protection technician, driver, finance)

The technical staff for the project were selected based on a merits-based system and hired based on their experience in and knowledge of emergency response operations. The salary was established according to the National Society's salary scale and budgetary framework.

Training on Plan of Action

The operation team provided inductions regarding the Plan of Action and responsibilities to all 40 volunteers deployed to the field from branches in Capiatá, MRA, Ñemby, Ñeembucú, Concepción, Limpio, Itapúa, Ita, Asunción and Misiones. Depending on volunteers' places of origin, inductions were held at National Headquarters in Asunción or in the field in Concepción and Ñeembucú.

Lesson learned workshop

A lessons learned workshop was held on 13 and 14 August in Asunción, which was facilitated by IFRC's PMER coordinator for South America. The goal was to implement recommendations, based on lessons learned from emergency operations, in order to strengthen Paraguayan Red Cross' response system. The workshop was attended by 31 people representing the National Headquarters' operational team, the branches involved, the CTP coordinator and the disaster management coordinator for South America.

The workshop explored assessments; external and internal coordination; communications; internal and external communications; logistics and finance; volunteers; reporting; protection, gender and inclusion; livelihoods and basic needs; health (including PSS); and water, sanitation and hygiene. One of the main elements was volunteers' capacity and action, who had to face operational challenges such as long journeys and access to communities. Elements to be prioritized and strengthened include assessment mechanisms and internal communications.

Outcome S2.1 Effective and coordinated international disaster response is ensured.

Output S2.1.1 Effective response preparedness and National Society surge capacity mechanism is maintained.

Narrative description of achievements

Initial operational start up support implemented by the IFRC for the host National Society

Since the beginning of the operation, Paraguayan Red Cross has been assisted by IFRC with proper action implementation, both administratively and management-wise. A permanent communication and coordination channel has been maintained at political, strategic and operational levels.

Monitoring visit by the IFRC

In addition, IFRC provided support through the Country Cluster, support missions, monitoring by the regional disaster management coordinator for South America and the regional CTP coordinator.

Deployment of a General RIT and a cash-based intervention (CBI) RIT

A general RIT member from Colombian Red Cross Society was deployed for the duration of the operation. A laptop was purchased for his use during the operation. The IFRC has this computer that is being used for current and future missions by surge personnel in the Americas region.

Additionally, a RIT member specialized in cash transfer programme was deployed from Costa Rican Red Cross for 1.5 months to assist the National Society with the operation's implementation.

Outcome S4.1 The IFRC enhances its effectiveness, credibility and accountability.

Output S4.1.4: Staff security is prioritized in all IFRC activities.

Narrative description of achievements

Insurance for volunteers participating in emergency response

All PRC volunteers from the Ñeembucú and Concepcion branches who participated in operation activities were covered by IFRC's volunteer insurance, in addition to volunteers who were already insured.

Protection and visibility materials for volunteers participating in emergency response

60 volunteers and staff who participated in DREF activities were provided the following protection and visibility materials: t-shirts, vests and safety footwear.

Challenges

- Communication and coordination have also been challenging due to the roles and responsibilities that were held at the operation's local, national and support levels.
- Having pre-positioned materials and equipment in warehouses to be able to deploy volunteers who are equipped and have visibility gear.

Lessons learned

- Improve communication channels, through preparation of protocols and procedures
- Comprehensive understanding of the concept of the operation at all levels, in order to have a clear vision of the intervention
- Maintain the experience gained with key and institutional actors in targeted areas during the operation's implementation.

Contact Information

For further information specifically related to this operation please contact:

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How we work

All IFRC assistance seeks to adhere to the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



Save lives.
protect livelihoods,
and strengthen recovery
from disaster and crises.



Enable **healthy**
and **safe** living.



Promote **social inclusion**
and a culture of
non-violence and **peace**.

DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2019/05-2019/10	Operation	MDRPY020
Budget Timeframe	2019/05-2019/8	Budget	APPROVED

Prepared on 15/Nov/2019

All figures are in Swiss Francs (CHF)

MDRPY020 - Paraguay - Floods

Operating Timeframe: 18 May 2019 to 18 Aug 2019

I. Summary

Opening Balance	0
Funds & Other Income	288,311
DREF Allocations	288,311
Expenditure	-242,217
Closing Balance	46,094

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction			0
AOF2 - Shelter			0
AOF3 - Livelihoods and basic needs	117,426	94,936	22,490
AOF4 - Health	23,229	14,753	8,475
AOF5 - Water, sanitation and hygiene	76,875	60,929	15,946
AOF6 - Protection, Gender & Inclusion	10,627	6,945	3,682
AOF7 - Migration			0
Area of focus Total	228,157	177,564	50,594
SFI1 - Strengthen National Societies	26,030	21,259	4,771
SFI2 - Effective international disaster management	31,129	39,232	-8,103
SFI3 - Influence others as leading strategic partners			0
SFI4 - Ensure a strong IFRC	2,995	4,163	-1,168
Strategy for implementation Total	60,154	64,654	-4,500
Grand Total	288,311	242,217	46,094

DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2019/05-2019/10	Operation	MDRPY020
Budget Timeframe	2019/05-2019/8	Budget	APPROVED

Prepared on 15/Nov/2019

All figures are in Swiss Francs (CHF)

MDRPY020 - Paraguay - Floods

Operating Timeframe: 18 May 2019 to 18 Aug 2019

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
Relief items, Construction, Supplies	174,979	119,944	55,036
Water, Sanitation & Hygiene	53,094	27,449	25,644
Medical & First Aid	4,233	2,446	1,787
Teaching Materials	26,286	8,617	17,669
Utensils & Tools		2,929	-2,929
Cash Disbursement	91,366	78,502	12,864
Land, vehicles & equipment		1,863	-1,863
Computers & Telecom		1,863	-1,863
Logistics, Transport & Storage	17,996	25,915	-7,919
Storage		1,262	-1,262
Distribution & Monitoring	252	13,457	-13,205
Transport & Vehicles Costs	10,684	6,120	4,564
Logistics Services	7,060	5,077	1,984
Personnel	50,385	52,357	-1,972
International Staff	24,190	23,271	919
National Society Staff	13,304	10,776	2,528
Volunteers	10,170	14,991	-4,821
Other Staff Benefits	2,721	3,319	-598
Workshops & Training	4,435	3,884	551
Workshops & Training	4,435	3,884	551
General Expenditure	22,920	23,057	-138
Travel	8,063	11,227	-3,163
Information & Public Relations	2,822	1,939	883
Office Costs	5,896	4,473	1,423
Communications	2,419	1,393	1,026
Financial Charges	3,719	4,026	-307
Indirect Costs	17,596	15,198	2,399
Programme & Services Support Recover	17,596	15,198	2,399
Grand Total	288,311	242,217	46,094